| Cas | e 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 1 of 1 | | |
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| | IN THE UNITED STATES DISTRICT COURT | | |
| 14 | FOR THE DISTRICT | OF NEVADA | |
| 15 | UNITED STATES OF AMERICA, | 3:73-cv-00128-MMD-WGC | |
| 16 | Plaintiff, |) | |
| 17 | | JOINT STATUS REPORT OF | |
| 18 | WALKER RIVER PAIUTE TRIBE, |) PRINCIPAL DEFENDANTS | |
| 19 | Plaintiff-Intervenor, |) | |
| 20 | v. |)) | |
| 21 | WALKER RIVER IRRIGATION DISTRICT, | | |
| 22 | a corporation, et al., |)) | |
| 23 | Defendants. |)) | |
| | | | |
| 24 | MINERAL COUNTY,) | | |
| 25 | Plaintiff-Intervenor, | | |
| 26 | v. |)) | |
| 27 | WALKER RIVER IRRIGATION DISTRICT, | | |
| 28 | et al., | ,) | |
| | Defendants. |)) | |

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 2 of 17

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Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 3 of 17

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Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 4 of 17

I. INTRODUCTION.

This Joint Status Report is submitted pursuant to the Court's Minute Order of March 23, 2021 (ECF #908). It is submitted on behalf of the Walker River Irrigation District (the "District"), the Nevada Department of Wildlife, Lyon County, Nevada, Mono County, California, Desert Pearl Farms, LLC, Peri Family Ranch, LLC, Peri & Peri, LLC and Frade Ranches, Inc., and the Schroeder Group. In order to provide information on the status of this matter that will be of assistance to the Court in determining how to move it forward and bring this now 27 year old matter to a conclusion, it is useful to briefly summarize its history. A more detailed statement of the early history of this matter is contained in reports filed in 2012. See, ECF #576; ECF #577.

As will be discussed in more detail below, consideration needs to be given to updating the status of the pleadings, the process for providing notice to parties who have filed Notices of Intent to Participate, but who are not represented by counsel, and procedures related to responses and scheduling and case management. As these procedural issues are considered, there is an urge to also consider the legal merit of the claim or claims which Mineral County contends it may still assert. The urge to reach conclusions on them must be resisted until this matter is placed in a proper procedural posture. However, it is necessary to know what they are because they influence the need for requiring a Second Amended Complaint.

II. MINERAL COUNTY'S INTERVENTION AND ITS AMENDED COMPLAINT.

A. Background.

The long history of how this matter began, and the history of early service of process is set forth in detail in ECF #576 at pgs. 1-15, and will not be repeated here. For the convenience of the Court, what may be described as Mineral County's original proposed complaint in intervention (document titled "Mineral County's Proposed Petition to Intervene") is attached hereto as Exhibit A. It was filed on October 25, 1994, and is at ECF #3. On February 9, 1995, the Court directed

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 5 of 17

Mineral County to file a revised motion to intervene and points and authorities in support thereof (the "Motion to Intervene"), a revised proposed complaint-in-intervention, "which identifies the persons or entities against whom" its claims would be asserted, and any motion for preliminary injunction with supporting points and authorities and other supporting documents (collectively, the "Intervention Documents"). ECF #19 at2. A copy of Mineral County's Amended Complaint in Intervention is attached hereto as Exhibit B. It is ECF #20, and was filed without a decision on intervention on March 10, 1995. Eventually, this Court proceeded with briefing and a hearing on the motion to intervene before Mineral County completed service. ECF #714; ECF #626. The Court orally granted Mineral County's motion to intervene. ECF #732 at 37. A proposed order was later submitted, but it does not appear that it was ever entered. ECF #731.

The Amended Complaint alleges subject matter jurisdiction based upon this Court's "continuing jurisdiction" and that "the matter in controversy arises under the Constitution, laws, or treaties of the United States." Exh. B at 2. The Amended Complaint seeks to modify the Walker River Decree and reallocate the waters of the Walker River so that at least 127,000 acre feet per year reaches Walker Lake. Exh. B at 4-6. The legal basis for the claim is alleged to be the "doctrine of the maintenance of the public trust." Exh B at 5-6. It alleges that "without reallocation of the waters to ensure priority to sustain the Lake, Walker Lake will suffer substantial and irreparable damage." Exh. B at para. 10, pg. 4.

After granting the Motion to Intervene, this Court directed the filing of motions related to the Court's subject matter jurisdiction over the Amended Complaint. *See*, ECF #737 at 67-69. The District moved to dismiss the Amended Complaint on the ground that it did not arise under the Constitution, laws or treaties of the United States, and was not one over which this Court had continuing jurisdiction. ECF #751; ECF #751-1.

B. The District Court Decision.

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 6 of 17

This Court ruled that Mineral County did not have standing to assert a public trust claim. ECF #814 at 6-8. However, it went on to address the merits of Mineral County's claim. It recognized that the relief Mineral County sought, modification of the Walker River Decree in a manner to provide minimum flows to Walker Lake, would be adverse to the water rights recognized by it. This Court concluded that Nevada law does not allow the public trust doctrine to be used to abrogate appropriative rights. It held that the relationship between the public trust doctrine and the appropriative water rights system in Nevada only permitted the doctrine to be used prospectively to prevent the granting of appropriative rights, not retroactively to divest them. ECF #814 at 8-16. It also ruled that such a retroactive divestiture would constitute a taking which must be justly compensated under both the state and federal constitutions, and that this Court had no authority to grant such relief. ECF #814 at 17-19. As a result of those conclusions, this Court entered a judgment dismissing Mineral County's Amended Complaint. *Id.* at 20. The dismissal was appealed to the Ninth Circuit. ECF #825.

C. The Proceedings in the Ninth Circuit.

In a concurrently filed memorandum disposition, the Ninth Circuit concluded that Mineral County had standing to assert its claim. *Mineral County v. Walker River Irrigation Dist*, 900 F.3d 1027, 1030, n. 4 (9th Cir. 2018). Because "the remaining issue – whether the Walker River Decree can be amended to allow for certain minimum flows of water to reach Walker Lake – depends on whether the public trust doctrine applies to rights previously adjudicated and settled under the doctrine of prior appropriation and permits alteration of prior allocations," was an important question of Nevada law, the Ninth Circuit certified two questions of law to the Nevada Supreme Court. *Id.* at 1031. The questions of law certified were:

Does the public trust doctrine apply to rights already adjudicated and settled under the doctrine of prior appropriation and, if so, to what extent?

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 7 of 17

If the public trust doctrine applies and allows for reallocation of rights settled under

the doctrine of prior appropriation, does the abrogation of such adjudicated or vested

rights constitute a "taking" under the Nevada Constitution requiring payment of just

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compensation? Id. At 1034. THE NEVADA SUPREME COURT DECISION.

Lyon County, 473 P.3d 418 (Nev. 2020). The Nevada Supreme Court rephrased the first certified question as follows:

The Nevada Supreme Court issued its Opinion on September 17, 2020 in *Mineral County v*.

Does the public trust doctrine permit reallocating rights already adjudicated and settled under the doctrine of prior appropriation and, if so, to what extent?

Mineral County, 473 P.3d at 421.

The Nevada Supreme Court's answer to the rephrased question is "that the public trust doctrine does not permit reallocating water rights already adjudicated and settled under the doctrine of prior appropriation." *Id.* at 431. Recognizing that, as a result of the answer to that question, there would be no modification of the Walker River Decree reallocating any of the water rights adjudicated by it and thus no issue of either a physical or regulatory taking of any of those rights, the Nevada Supreme Court said that it "need not address the second certified question." *Id.*

The Nevada Supreme Court's decision correctly confirms that, historically and in Nevada, the public trust doctrine is a doctrine that "acts as a restraint on the state in alienating public trust resources." Mineral County, 473 P.3d at 423. In the seminal case of Illinois Central Railroad v. Illinois, 136 U.S. 387 (1892), the alienation of the submerged lands of Lake Michigan and in Lawrence v. Clark County, 254 P.3d 606 (Nev. 2011), the alienation of lands formerly submerged by the Colorado River were at issue. The public resource at issue here is the right to use Nevada's water, not Walker Lake or land submerged by Walker Lake.

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 8 of 17

Based upon the correct understanding of the public trust doctrine as a restraint on a state's alienation of a trust resource, the Nevada Supreme Court rejected the notion that the doctrine allows a court or an administrative agency to independently regulate such resources without legislative guidance. It declined to follow the approach taken by the California Supreme Court in *National Audubon v. Superior Court of Alpine County*, 658 P.2d 709 (Cal. 1983), which concluded that, although the public trust doctrine did not necessarily require any reallocation of water, the decision of whether there should be a reallocation of water rights, and the extent of that reallocation, could be made by a single judge or an administrative agency with virtually no objective criteria to guide the decision. Referring to *National Audubon*, the Nevada Supreme Court said, "we decline to diminish the stability of prior allocations and detract from the simultaneous operation of both prior appropriation and the public trust doctrine" *Mineral County*, 473 P.3d at 430, n. 10.

Equally important, the Nevada Supreme Court acknowledged the role the legislative branch of government plays in the disposition of public resources, and confirmed the conclusion it reached in *Lawrence v. Clark County*, 127 Nev. 390, 254 P.3d 606 (2011), that the judicial branch was required to give deference to the Legislature's conclusions. *Mineral County*, 473 P.3d at 427-428. The Court then analyzed whether the Nevada Legislature's alienation of the right to use water through Nevada's comprehensive water law satisfied the three-prong test it had established in *Lawrence* for the dispensation of public trust property consistent with the public trust doctrine.

After a very careful analysis of Nevada's water law and the elements of the *Lawrence* threeprong test, the Nevada Court concluded that Nevada's comprehensive water law was consistent with the public trust doctrine. It held that Nevada's comprehensive water law prevented reallocation of perfected water rights, and that that prevention was, in fact, appropriate under Nevada's public trust doctrine. It ruled that Nevada's public trust doctrine does not permit reallocating water rights already

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 9 of 17

adjudicated and settled under the doctrine of prior appropriation. *Mineral County*, 473 P.3d at 427-430.

Importantly, the Court deferred to the public policy decisions the Legislature has made in not providing for such reallocations. It said:

We cannot use the public trust doctrine as a tool to uproot an entire water system, particularly where finality is firmly rooted in our statutes. We cannot read into the statutes any authority to permit reallocation when the legislature has already declared that adjudicated water rights are final, nor can we substitute our own policy judgment for the legislature's.

Mineral County, 473 P.3d at 430. Those public policy decisions reflect the Legislature's conclusion that protection of perfected water rights is vital to municipalities, agriculture, mining and other industries in arid states like Nevada. Permitting the reallocation of such water rights will create "uncertainties for future development in Nevada and undermine the public interest in finality and thus also the management of these resources consistent with the public trust doctrine." *Id.* at 429.

The Court expressly rejected the dissent's assertion, which was based upon arguments in Mineral County's Reply Brief, that Mineral County could obtain the relief it seeks by measures not involving the reallocation of the water rights recognized by the Walker River Decree. *See, Mineral County III*, 473 P.3d at 431-432. The Court correctly pointed out that Mineral County's 1995 Amended Complaint, which predicts Walker Lake would be dry by 2020, seeks an annual allocation of minimum flows of 127,000 acre feet and that that request could only be met by "abrogating the rights of more senior right holders" and "would therefore require reallocating water rights." *Id.* 473 P.3d at 430, n. 8.

In summary then, Nevada's public trust doctrine acts as a restraint on alienation of Nevada's public resources. It is not a doctrine which supports a claim that a court may, on an *ad hoc* basis, create out of whole cloth regulations not imposed by the Nevada Legislature on the use of those resources. Nevada's public trust doctrine defers to the role of the Legislature and establishes a legal

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 10 of 17

standard for determining whether the Legislature has exercised its authority consistent with the public trust. If the Legislature has, that is the end of the inquiry. As to that, the Nevada Supreme Court said:

Although we recognize that the public trust doctrine applies to prior appropriated rights and that the doctrine has always inhered in Nevada's water law, we hold that Nevada's comprehensive water statutes are already consistent with the public trust doctrine because they (1) constrain water allocations based on the public interest and (2) satisfy all of the elements of the dispensation of public trust property that we established in *Lawrence*.

Mineral County, 473 P.3d at 426.

For the first time in its Reply Brief before the Nevada Supreme Court, Mineral County argued that "the [Public Trust Doctrine] does not require and we have not sought any reallocation of water rights. Rather, the PTD requires a change in management of the system to ensure that adequate inflows reach Walker Lake to, over time, bring the Lake to a reasonable state of health on functionality in terms of its trust uses and values." It then described that "change in management" as follows:

Rather, the PTD requires a change in the management of the system to ensure that adequate inflows reach Walker Lake to, over time, bring the Lake to a reasonable state of health and functionality in terms of its trust uses and values. A recognition of this public trust obligation may lead to an order requiring the fulfillment of that duty. Such an order might involve, without limitation: (1) a change in how surplus waters are managed; (2) mandating efficiency improvements with a requirement that water saved thereby be released to the Lake; (3) curtailment of the most speculative junior rights on the system; (4) a mandate that the State provide both a plan for fulfilling its public trust duty to Walker Lake and the funding necessary to effectuate that plan and/or (5) an order requiring water rights holders to come up with a plan to reduce consumptive water use in the Basin as was done by the SE in Diamond Valley. While fulfilling the PTD duty to Walker Lake would involve some reduction in the availability of water in the system for irrigation, in this regard the PTD would be like any other natural constraint on the already variable availability of water to supply private appropriations and would not constitute a modification of water rights.

Mineral County Reply Brief, filed July 26, 2019 at 18; *see also, Mineral County*, 473 P.3d at 431-432. [Emphasis added].

D. The Final Ninth Circuit Opinion.

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 11 of 17

By Order dated September 25, 2020, the Ninth Circuit directed the District and other parties to address the effect of the Nevada Supreme Court's Opinion on the issues pending in this case. The defendants argued that the Nevada Supreme Court's Opinion required it to affirm the dismissal of Mineral County's Amended Complaint and the Judgment entered thereon by the District Court. However, in its opinion issued January 28, 2021, the Ninth Circuit declined to do so. The Ninth Circuit said:

To the extent that Mineral County seeks a reallocation of water rights already adjudicated and settled under the doctrine of prior appropriation, the parties agree that the County's claim is foreclosed by the Nevada Supreme Court's decision. Insofar as the County seeks a reallocation of water rights, it appears that "the voluntary sale and purchase of water rights is the only available means to accommodate the needs of current water right holders and to restore Walker Lake under the Decree.

Mineral County v. Walker River Irrigation Dist., 986 F.3d 1197, 1203 (9th Cir. 2021).

The Ninth Circuit noted that Mineral County contended that it should vacate the judgment and remand for further proceedings on two legal theories. *Id.*at 1203-1204. However, the Court rejected Mineral County's first theory, or claim, that it should be allowed to challenge the Walker River Decree on the ground that the Decree itself violates the public trust doctrine. 986 F.3d at 1204. It said that such challenge is untimely. *Id.*

The Ninth Circuit concluded that perhaps Mineral County could seek remedies that would not involve a reallocation of water rights. It recited the proposed remedies which Mineral County had raised for the first time in its Reply Brief in the Nevada Supreme Court which are quoted above. The Ninth Circuit was not persuaded that a remand was unnecessary. First, it noted that the Nevada Supreme Court did not determine whether other remedies were viable. Second, it noted that the County's Complaint was at least broad enough to justify a remand, without determining whether it actually stated valid claims. And third, it would not address the District's arguments that the remedies were unavailable. The Ninth Circuit accordingly concluded that these issues should be left

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 12 of 17

to this Court to address in the first instance. *Mineral County*, 986 F.3d at 1205-1206. It said:

The district court properly dismissed Mineral County's public trust claim to the extent it seeks a reallocation of water rights adjudicated under the Decree and settled under the doctrine of prior appropriation. The County, however, may pursue its public trust claim to the extent that the County seeks remedies that would *not* involve a reallocation of such rights. The judgment of the district court, therefore, is affirmed in part and vacated in part, and the case is remanded for proceedings consistent with this opinion.

Id. at 1206. The Ninth Circuit did not decide, nor could it decide, whether a claim for any of those remedies can be stated under Nevada's public trust doctrine.

Although now is not the time to decide those questions, in our judgment, those last minute arguments must ultimately be rejected. Nevertheless, we give the Court a preview of our reasons why they must be rejected when they are properly before the Court.

First, the dissent made Mineral County's argument, and the majority opinion soundly rejected it. *Mineral County*, 473 P.3d at 430, n. 8. Second, the Nevada Supreme Court's decision makes it absolutely clear that the Nevada public trust doctrine does not require any such change in the management of the Walker River. It is a doctrine which acts as a restraint on alienation of a public resource, here the right to use water, and it has been satisfied. Therefore, any change in management must come from the Legislature, not the courts.

Third, while Mineral County itself recognizes that its management proposals "might involve some reduction in the availability of water in the system for irrigation," it likens them to a "natural constraint on the already variable availability of water to supply private appropriations" and thus would not be a "modification of water rights." The Nevada Supreme Court's decision clearly does not allow the prohibition against the reallocation of a water right to be circumvented under the guise of a court-imposed drought or water shortage, which Mineral County openly acknowledges will reduce the water supply for existing water rights, and thus result in their reallocation. Moreover, had the Supreme Court intended to allow such a regulatory circumvention, it would have recognized the

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 13 of 17

need to answer and would have answered the second certified question concerning a compensable taking.

Fourth, Mineral County's "management proposals" are either unnecessary, or clearly beyond the power of this Court because Nevada's public trust doctrine does not require them. We briefly examine each proposal in turn.

There is no need to develop a management scheme for surplus waters in wet years. Any surplus water not needed to satisfy an already existing upstream water right is water which must flow to Walker Lake under the Nevada Department of Wildlife ("NDOW") Nevada State Engineer Permit No. 25792 and Certificate No. 10860 for 795.2 cfs not to exceed 575,870 acre feet per year with a priority of September 17, 1970 for the benefit of Walker Lake, and because there is nowhere else for it to go. That was demonstrated in 2017, 2018 and 2019, where the elevation of Walker Lake increased in those years by 12.25 feet, 1.27 feet and 3.8 feet, respectively. Moreover, as noted, the requirement that such water flow to Walker Lake is already established under Nevada's water law.

Flows outside of the irrigation season are already managed by the Walker River Decree. They are the subject of water rights recognized by the Decree for stockwater and for storage in Bridgeport and Topaz Reservoirs.¹ Any additional water in the system during the non-irrigation season will flow downstream to Walker Lake under the NDOW water right.

Although the Nevada Legislature has prohibited the waste of water, it has not mandated efficiency improvements for the benefit of Walker Lake or any other public resource. Without such a statutory requirement, neither this Court, nor Mineral County, could require such relief, and the decision of the Nevada Supreme Court makes it clear that the absence of such a statutory mandate in Nevada's water law is not a violation of the public trust doctrine.

¹ In a related proceeding, the United States and Walker River Paiute Tribe claim a federal right to store water in Weber Reservoir during the entire year, including the non-irrigation season.

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 14 of 17

Curtailment of the "most speculative junior rights" on the system for the benefit of Walker Lake clearly would be a direct reallocation of those junior water rights. The Nevada Supreme Court determined that the public trust doctrine does not permit the reallocation of such water rights to benefit Walker Lake.

No court, including this Court, has the power to require the State of Nevada to provide a plan and funding necessary to improve Walker Lake's situation, and the Nevada Supreme Court has determined that Nevada's water law satisfies the public trust doctrine without such a mandate. Similarly, no court, including this Court, has the power to order water right holders to come up with a plan to reduce consumptive water use in the Basin. The reliance on the situation in Diamond Valley is misplaced. The plan there is voluntary and is based upon an express statutory provision, N.R.S. 534.037, which allows, but does not require, water users in a "Critical Management Area" to develop a groundwater management plan to remove a basin from its designation as a "Critical Management Area." In the absence of such an approved plan, the State Engineer is required to regulate the use of the water supply in the groundwater basin based upon priority. *See*, N.R.S. 534.110(7).

V. THE PROCESS GOING FORWARD.

The initial procedural step to be taken here is to require Mineral County to amend its Amended Complaint in Intervention. That amended pleading needs to clearly state the alleged basis for the jurisdiction of this Court, the legal bases for the claim or claims being asserted, the remedies which Mineral County seeks, and why those remedies are not a reallocation of water rights in disguise of "a change in management." In other words, it must meet the requirements of Rule 8(a) of the Federal Rules of Civil Procedure. There is no better evidence of the need for an amended pleading here than the original Complaint and the Amended Complaint, Exhibits A and B hereto, which are sparse and make no mention of any remedy other than reallocation. Those pleadings, in fact, cannot be construed as seeking anything other than a "reallocation" of the waters of the Walker River because that is

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 15 of 17

precisely what they say, and contain no prayers for the remedies the County now identifies after losing before the Nevada Supreme Court. See, Exhibit A at 5-6; Exhibit B at 4-5.

Although these defendants are of the view that the relevant provisions of Fed. R. Civ. P., Rule 15 requires a motion and Court approval for the filing of another amended pleading, and there are reasons why that might be denied, the need to bring this matter to a conclusion should not be delayed by a likely appeal of an unlikely denial of such a motion. They are willing to stipulate to the filing of a second amended complaint which meets the criteria described above.

If Mineral County is unwilling to file a second amended complaint as proposed, it will lead to additional pre-answer motion practice whereby defendants will either challenge the sufficiency of Mineral County's present Complaint based upon the Nevada Supreme Court's response to the Ninth Circuit's certified questions, or alternatively and at a minimum seek a more definite statement to determine what exactly Mineral County now seeks for a remedy, based upon what legal theories, and whether what is requested even presents a justifiable controversy. There is no reason to spend party and judicial resources on such a course of action when these defendants are willing to stipulate to the filing of a second amended complaint.

At the same time as Mineral County is preparing its second amended complaint, and before it is filed, the Court and parties should consider whether there are adequate procedures in place to ensure that appearing unrepresented parties will receive notice of it. When the companion to this matter, *United States, et al. v. Walker River Irrigation District, et al.*, 3:73-cv-00127-MMD-WGC was returned to this Court in 2018, the parties took steps to ensure notice to such appearing but unrepresented parties. Since the return of this matter to this Court, the undersigned have seen many notices of "mail returned as undeliverable." We have also seen an indication that, for some reason, attorneys appearing on behalf of some parties have not received service under the ECF system. The parties and the Court should address these issues.

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 16 of 17

| 1 | Before the Second Ame | ended Complaint is filed, the parties and the Court should also address | |
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| 2 | when responses to it will be re- | quired. In addition, depending on the nature of those responses, the | |
| 3 | Court and the parties will also need to consider the steps which must be taken to bring this matter to | | |
| 4 | a conclusion, including, but not limited to, time for initial disclosures, a case management order, | | |
| 5 | discovery plan, and scheduling order. | | |
| 6 | | | |
| 7 | Date: April 21, 2021 | WOODBURN AND WEDGE | |
| 8 | | By: <u>/ s / Gordon H. DePaoli</u> Gordon H. DePaoli | |
| 9 | | Attorneys for Walker River Irrigation District | |
| 10 | Date: April 21, 2021 | AARON D. FORD, NEVADA ATTORNEY GENERAL | |
| 11 | | By: /s/ Tori N. Sundheim | |
| 12 | | Tori N. Sundheim Attorneys for Department of Wildlife | |
| 13 | | Attorneys for Department of withinge | |
| 14 | Date: April 21, 2021 | BEST BEST & KRIEGER LLP | |
| 15 | | By: / s / Roderick E. Walston Roderick E. Walston | |
| 16 | | Attorneys for Lyon County and Centennial Livestock | |
| 17 | Date: April 21, 2021 | MONO COUNTY COUNSEL'S OFFICE | |
| 18 | | By: / s / Stacey Simon | |
| 19 | | Stacey Simon Attorney for Mono County | |
| 20 | | Anomey for mono County | |
| 21 | Date: April 21, 2021 | SIMONS HALL JOHNSTON PC | |
| 22 | | By: / s / Brad M. Johnston Brad M. Johnston | |
| 23 | | Attorneys for Desert Pearl Farms, LLC, Peri Family Ranch, | |
| 24 | | LLC, Peri & Peri, LLC, and Frade Ranches, Inc. | |
| 25 | Date: April 21, 2021 | SCHROEDER LAW OFFICES, P.C. | |
| 26 | | By: / s / Therese A. Ure Stix Therese A. Ure Stix | |
| 27 | | | |
| 27 | | Attorneys for the Schroeder Group | |

Case 3:73-cv-00128-MMD-CSD Document 1 Filed 04/21/21 Page 17 of 17

CERTIFICATE OF SERVICE

I certify that I am an employee of Woodburn and Wedge and that on April 21, 2021, I electronically filed the foregoing with the Clerk of the Court using the CM/ECF system, which will send notification of such filing to the parties of record.

<u>/ s / Holly Dewar</u> An employee of Woodburn and Wedge